

CITY OF RENO Planning Commission September 5, 2012 Staff Report

Agenda #	
1	

CASE NO .:

LDC13-00002 (Grace Community Church)

APPLICANT:

Grace Community Church of Reno

APN NUMBER:

039-740-06

REQUEST:

This is a request for a special use permit to construct a 28,000 square foot, 1,120 seat worship center and outdoor amphitheater located adjacent to residentially zoned property.

LOCATION:

The ±13.41 acre site is located along the east side of Robb Drive ±450 feet south of its intersection with Simons Drive in the PF (Public Facility) zone. The site has a Master Plan land use designation of Special Planning Area/Parks/Recreation/Open Space/McQueen Neighborhood Plan.

PROPOSED MOTION:

Based upon compliance with the applicable findings, I move to approve the special use permit, subject to conditions.

RECOMMENDED CONDITIONS OF APPROVAL:

All conditions shall be met to the satisfaction of Community Development Department staff, unless otherwise noted.

- 1. The project shall comply with all applicable City codes, plans, reports, materials, etc., as submitted. In the event of a conflict between said plans, reports, materials and City codes, City codes in effect at the time the application is submitted, shall prevail.
- 2. The applicant shall apply for all building permits for the project within five years from the date of final approval, and continuously maintain the validity of those permits, or this approval shall be null and void.
- 3. Prior to issuance of any building permit, the applicant shall attach a copy of the final approval letter recorded by the Washoe County Recorder's Office.
- 4. The applicant, developer, builder, property or business owner, as applicable, shall continuously maintain a copy of this approval letter on the

project site during the construction and operation of the project/business. The project approval letter shall be posted or readily available upon demand by City staff.

- 5. Use of the outdoor amphitheater is restricted to between the hours of 8:00 a.m. to 9:00 p.m. seven days a week.
- 6. Prior to issuance of each building permit, the applicant shall demonstrate compliance with the setback, light pole height adjacent to residential properties and signs contained in Exhibit A attached to the September 5, 2012, Planning Commission staff report for LDC13-00002.
- 7. Prior to issuance of any permit, the applicant shall have plans approved for site circulation, traffic devices, and operational characteristics of the driveways, pedestrian routes, sidewalks, and parking areas to the approval of the City Fire and Community Development Departments.
- 8. Prior to issuance of any permit, the applicant shall have an approved construction management and access plan. This plan shall include provisions for on-site and off-site construction material storage, transportation/delivery routs, and traffic control.
- 9. The applicant shall provide sidewalks and demonstrate accessible and ADA compliant pedestrian routes from all adjacent public rights-of-way to the on-site buildings.
- 10. Prior to approval of any permit, the applicant shall provide a driveway analysis to the approval of the City of Reno and the Regional Transportation Commission utilizing existing plus project traffic volumes to determine if any traffic mitigation improvements are required by the elimination of the existing driveway. The mitigation recommendations in the approved analysis shall be constructed prior to the issuance of a certificate of occupancy.

Background: On August 22, 2000, City Council approved Master Plan amendments to the McQueen Neighborhood Plan from Residential to Special Planning Area and special use permits for non-residential development located adjacent to residentially zoned property to construct an expansion to an existing church including office space and storage area. Special use permits for hillside development, cuts of 20 feet or more and fills of 10 feet or more, and grading within a disturbed major drainageway were also approved. The project was approved to be constructed in three phases over a six year time frame. Since the 2000 approval, a portion of Phase 1 consisting of a parking lot expansion and piping ±300 feet of the major drainageway have been completed.

On October 19, 2005, the Planning Commission approved a Master Plan Amendment to amend the McQueen Neighborhood Plan from Single Family Residential (1 to 3 du/ac) to Special Planning Area and a zoning map amendment from LLR1 (Large Lot Residential-1 acre) and SPD (Specific Plan District) to PF (Public Facility). The request deleted the existing SPD (Specific Plan District) on the site and modified the SUP by revising the location of the buildings, increasing the size of the worship center, increasing the number of seats in the worship center and adding a 242 seat chapel. The number of parking spaces on the site was increased, a new classroom building was added, and a new driveway onto Robb Drive was approved near the north boundary of the site. Finally, special use permits to allow fills of 10 feet or more, grading disturbance within a major drainageway and hillside development were approved (LDC05-00409).

On May 16, 2007, the Planning Commission approved a special use permit to revise the architectural design of the Phase II Worship Center and associated site plan modifications, including: increasing the size of the 1,218 seat worship center from 33,987 square feet to 35,217 square feet; elimination of the 9,977 square foot chapel located on the north side of the site and replacing it with surface parking; adding 29 parking spaces for a total of 560 and replacing a two story, 15,786 square foot classroom building with a one story, 8,000 square foot classroom (LDC07-00312). The applicant constructed the surface parking on the southern 75% of the site, graded and filled the drainageway and installed the parking lot landscaping on the southern 75% of the site approved as part of LDC05-00409 and LDC07-00312. Subsequently the remainder of the project approval expired. All of the grading improvements associated with the above approvals including required landscaping and revegetation were constructed and/or bonded to ensure their proper completion and are not affected by this request.

This submittal will revise the architectural design of the worship center, reduce its size and number of seats from 35,217 square feet with 1,218 seats to 28,000 square feet with 1,120 seats respectively; reduce the overall worship center building height from 40 feet plus an 18 foot tall architectural feature, as approved in May of 2007, to 36 feet; and modify the site plan to add a 3,000 square foot, 160 seat outdoor amphitheater located southeast of the worship center. This request will also reduce the number of on site parking spaces from 606 to 486 as the new worship center will be constructed over 120 existing parking spaces. All applicable conditions from the previous approvals including timing have been modified as appropriate and are attached to this project. If approved, this SUP would supersede all previous approvals. No development including parking is proposed on the northern quarter of the site adjacent to Simons Drive where a chapel and then surface parking were previously approved as discussed above.

ANALYSIS:

<u>Land Use Compatibility</u>: Land use surrounding the site consists of vacant property to the north; single family residential and an elementary school to the east; a major drainageway and single family residential to the south; and single family residential and

a City park to the west across Robb Drive. The facility and expansion area approved in 2000 and as modified in 2004 and 2007 were considered compatible with adjacent uses. This request reduces the previously approved size of the church, and adds a 3,000 square foot outdoor amphitheater with seating for 160 (SUP finding a).

The amphitheater audience will face southeast with the presenters facing northwest toward the new worship center. The amphitheater is located a minimum of 250 feet away and 25 feet below the grade of the nearest single family residences to the west across Robb Drive. Use of the amphitheater will be limited to users of the facility during related on-site activities (e.g. music, group talks/speeches, educational activities, meals/picnics and special events) and may operate seven days a week. Because of its residential adjacency and some of the activities will be amplified it is recommended the amphitheater be limited to operate between the hours of 8:00 a.m. through 9:00 p.m. (Condition No. 5). The daytime residential adjacency code noise level standard [RMC18.12.304(g)] limits noise generated from the site to no more than 65 decibels at any adjacent single family zoned property between 6:00 a.m. and 10:00 p.m. This operational limitation in conjunction with the code noise requirements, its grade location below and minimum distance from the nearest residential units should adequately mitigate the amphitheater noise impacts on the adjacent residential properties to the east, south and west. As conditioned, the proposed uses are appropriate since the site abuts a minor arterial (Robb Drive) with design features (distance and grade) to buffer the adjacent residential uses. There are no windows associated with this project that would impact adjacent residential units. Standards (see Exhibit A) from the previous approvals related to: signs, increased setbacks, hours of operation (7:00 a.m.-11:00 p.m.), and site lighting are recommended to be attached to this special use permit (SUP findings e, f, g and h) (Condition No 6).

<u>Urban/Environmental Design</u>: The proposed modifications represent an integrated design which coordinates with the existing buildings on the site and provides more than code required parking for the new building. The 28,000 square foot, 1,120 seat worship center will be constructed north of the existing worship/administrative/classroom building and includes a ±70 foot wide formal courtyard with landscaping located between these two buildings. The new amphitheater will be constructed east of the landscaped courtyard and new worship center which should mitigate its visual and sound impacts as discussed above.

Building mass and architecture were concerns with the previous approvals. However, the overall height of the worship center has been reduced from 40 feet to the top of the roof with an additional 18 foot tall architectural feature to 36 feet. Although the structure is larger than most nearby buildings, its reduced size and height should be more compatible with the area than the previously approved worship center building. The building is located ±25 feet east of Robb Drive. It has an overall height which is equal to or lower than the pad grades of the single family houses to the northeast. The top of the building would be ±20 feet above the grade of the lots located to the west along Robb Drive and would affect a portion of the views from several lots to the east and

southeast, but the new building would be approximately four feet lower than the previous building approved in 2007. Proposed building colors include dark brown roofing and tan split face block on most of the building with terracotta and grey accents on the sides. Exterior architectural variations, glass entry way features and faux windows appear to provide adequate articulation in conformance with code. (SUP findings e and h).

The $\pm 146,192$ square foot area affected by this project currently contains $\pm 27,137$ square feet of landscaping. The applicant will install $\pm 22,069$ square feet of new landscaping in this area. The new landscaping in conjunction with the existing landscaping equals 34% of this portion of the site while 20% is required. The remainder of the site is not affected, but meets or exceeds the minimum 20% required by code.

<u>Public Safety</u>: Fire had no comments other than providing building plans in conformance with code.

Police comments were related to providing on site security or surveillance during construction to minimize theft of building materials; properly maintaining site landscaping to provide adequate site visibility; maintaining and replacing site lighting for security; and maintaining an active presence on site to deter crime when the existing building is converted to other uses. Minimum lighting within the parking lots is required by code for security [18.12.1105(h)(5)]. The other issues are suggestions and would be addressed by the applicant with operation of the site and are not recommended as conditions.

<u>Public Improvements</u>: This is an infill site with all necessary public improvements in place. There are no additional public improvements associated with this project except minor changes to the south access driveway and existing sidewalks along Robb Drive. When constructing the building, all structures and footings must lie completely outside of the existing Storm Drain Easement. Recommended Condition Nos. 7-9 address issues associated with constructing these improvements (SUP finding C).

<u>Traffic and Circulation</u>: The existing south driveway on Robb Drive will be eliminated with construction of the new worship center. This driveway was originally expected to be replaced with a new driveway for the Phase 3 Parking area. The Phase 3 Parking area is no longer a part of the project. The existing plus project traffic volumes will be distributed to the remaining driveways. The applicant will be required to provide a driveway analysis to determine if any traffic mitigation improvements are required by the elimination of the south driveway on Robb Drive (Condition No. 10) (SUP finding D).

Master Plan: The project is consistent with McQueen Neighborhood Plan-Parks/Recreation/Open Space Master Plan land use designation on the site. As proposed and with recommended conditions, the project is consistent with the following applicable Master Plan policies and objectives: Objective #9: Integrated Design; Objective #11: Compatibility; Objective #12: Additions; Objective #13: Scale; Objective

#14: Building Planes; Objective #15: Building Mass; Objective #16: Visually Defined Structures; Objective #19: Access; Objective #21: Parking Circulation; Objective #22: Landscaping; pedestrian and bicycle access and parking provided (T-1); hours of operation and activity level sensitive to surrounding development (CD-6); design circulation system to minimize impacts (P-8); provide sufficient parking (P-10); landscaping appropriate to related environment (CD-30); safe, convenient and logical circulation (P-1); development density, building mass and details sensitive to surrounding development (BD-1); and new structures that compliment adjacent structures and provide a human scale at ground level (SUP finding b).

<u>General Code Compliance</u>: As proposed this project meets or exceeds code requirements.

Other Reviewing Bodies:

Washoe County District Health Department: The applicant will be required to comply with District Health Department regulation regarding: dust control during construction; private on site catch basin design; and incorporating LID techniques into site landscape design.

<u>Neighborhood Advisory Board</u>: This project was reviewed by the Ward Five Neighborhood Advisory Board on August 16, 2012. A copy of their comments is attached to this report (Exhibit B).

AREA DESCRIPTION				
	LAND USE	Master Plan Designation	ZONING	
North	Vacant	Special Planning Area/McQueen Neighborhood Plan/Mixed Residential 14-21 du/ac	MF14	
Souтн	Major Drainageway, Single Family Residential	Special Planning Area/McQueen Neighborhood Plan/Single Family 1-3 du/ac, Parks/Recreation/Open Space	OS, SF6	
EAST	Single Family Residential, Elementary School	Special Planning Area/McQueen Neighborhood Plan/Public Facility, Mixed Residential 3-11 du/ac	PF, SF6	
WEST	Single Family Residential, City Park	Special Planning Area/McQueen Neighborhood Plan/Public Facility, Mixed Residential 3-11 du/ac	SF6, PF	

LEGAL REQUIREMENTS:

RMC 18.06.405(e)(1)

Special Use Permit

FINDINGS:

<u>Special Use Permit</u>: <u>General special use permit findings</u>. Except where specifically noted, all special use permit applications shall require that all of the following general findings be met, as applicable.

- a. The proposed use is compatible with existing surrounding land uses and development.
- b. The project is in substantial conformance with the master plan.
- c. There are or will be adequate services and infrastructure to support the proposed development.
- d. The proposal adequately mitigates traffic impacts of the project and provides a safe pedestrian environment.
- e. The proposed site location and scale, intensity, density, height, layout, setbacks, and architectural and overall design of the development and the uses proposed, is appropriate to the area in which it is located.
- f. The project does not create adverse environmental impacts such as smoke, noise, glare, dust, vibrations, fumes, pollution or odor which would be detrimental to, or constitute a nuisance to area properties.
- g. Project signage is in character with project architecture and is compatible with or complementary to surrounding uses.
- h. The structure has been designed such that the window placement and height do not adversely affect the privacy of existing residential uses.

Staff: Vern Kloos, AICP, Senior Planner

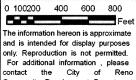


LDC13-00002 **Grace Church**



City Limits



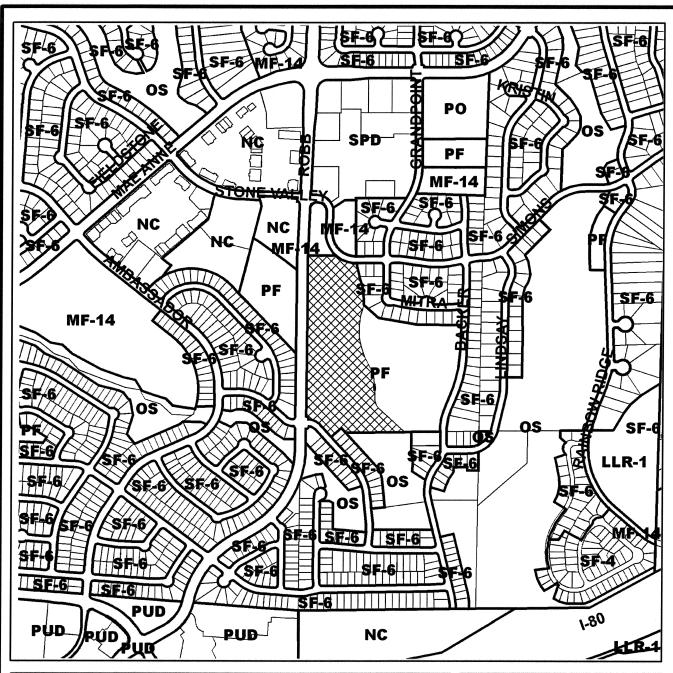


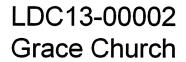
Community Development Department Map Produced: August, 2012



Community Development Department

450 Sinclair Street Phone: 334-2063 P.O. Box 1900 Fax: 334-2043 Reno, NV 89505 www.cityofreno.com





Subject Site

City Limits



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450 Sinclair Street Phone: 334-2063 P.O. Box 1900 Fax: 334-2043 Reno, NV 89505 www.cityofreno.com



Figure 1 - Vicinity Map

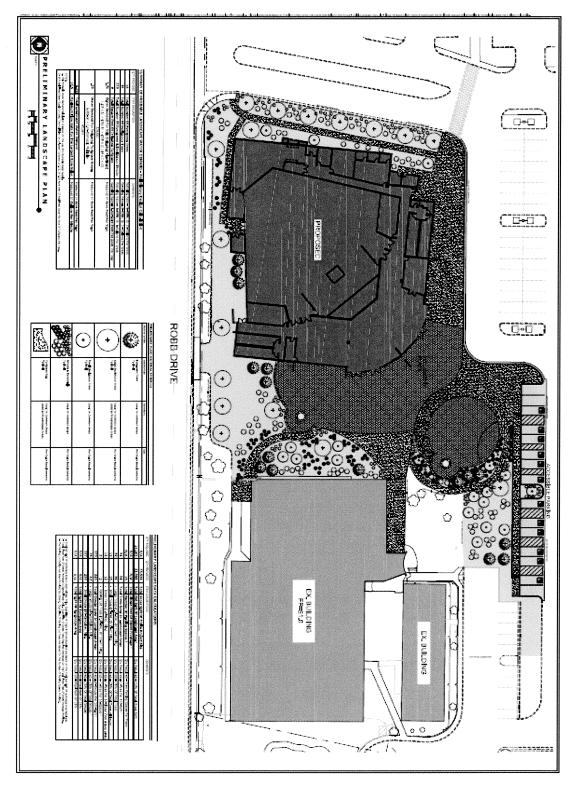


Figure 8 - Landscape Plan

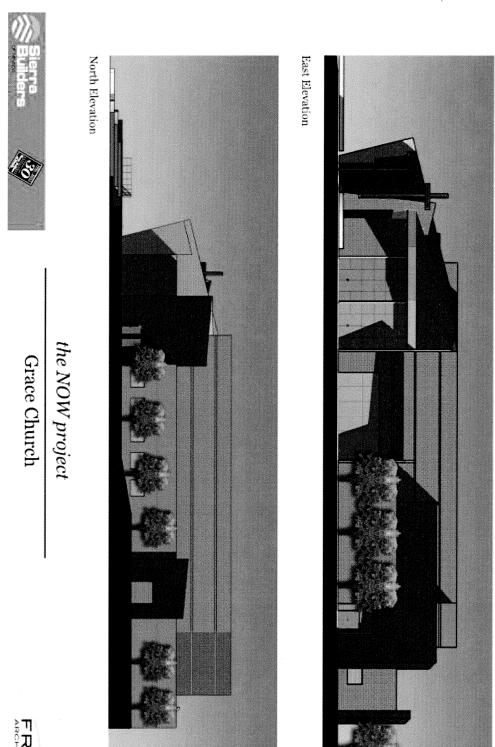


Figure 4 - Building Elevations

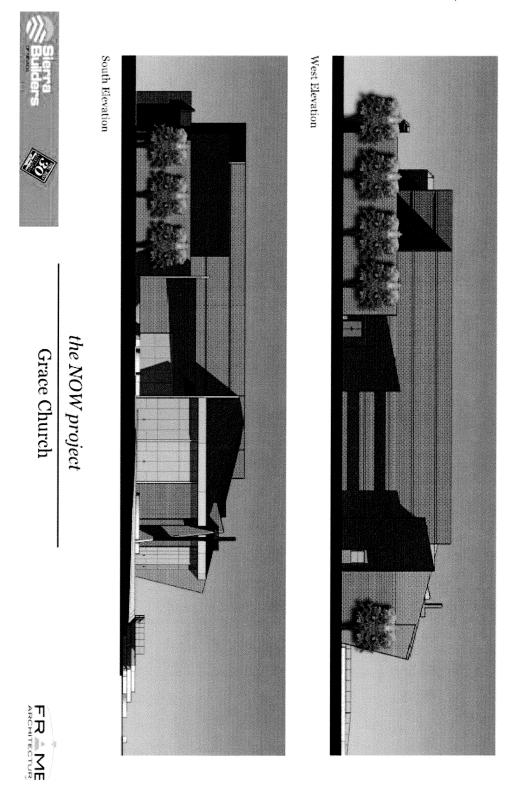


Figure 5 - Building Elevations

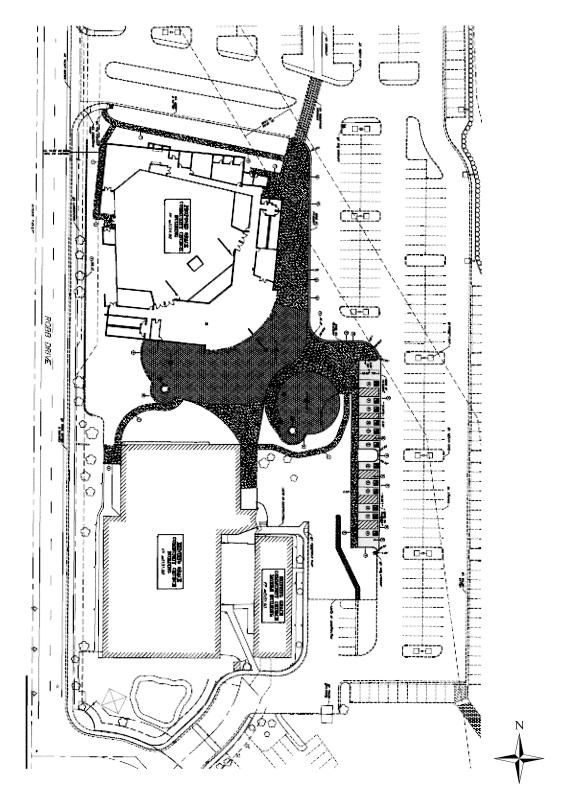


Figure 2 - Site Plan

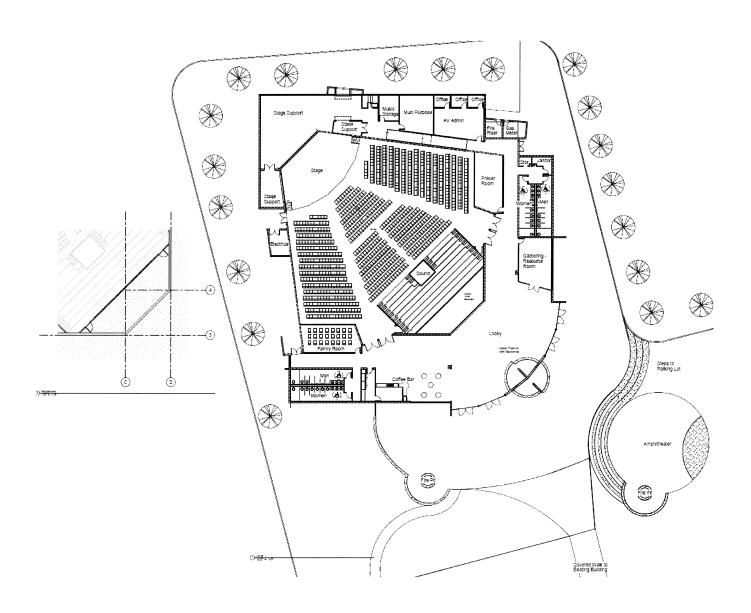




Figure 3 - Floor Plan

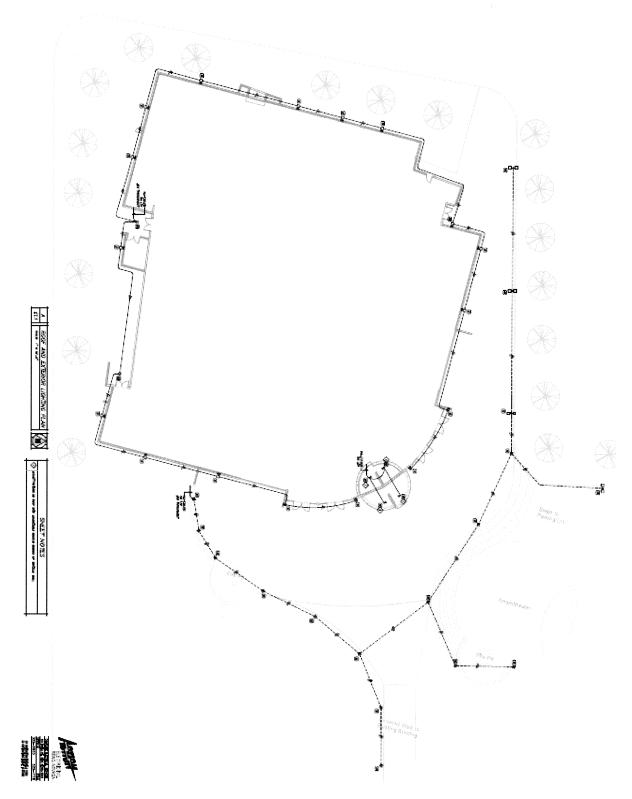


Figure 6 - Lighting Plan

EXHIBIT "A"

- Accessory uses which are incidental to and customarily associated with the allowed uses
- Hours of operation between 7:00 am and 11:00 pm

Site Design

The Grace Community Church Campus Expansion follow the general design criteria and layout as approved by the City of Reno Council on August 22, 2000. A copy of the approved site plan for the Grace Community Church Campus Expansion is provided on the following page. Conditions of approval for this project are provided at the end of this Design Standards Document.

Setbacks

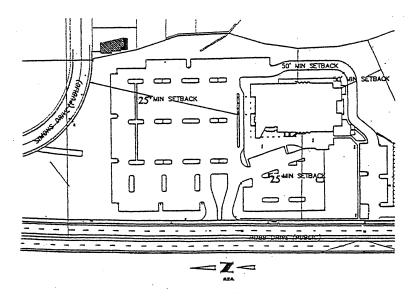
All existing setbacks established on the Grace Community Church property prior to March 1, 2000 shall be considered "grandfathered". All future structures proposed for the subject parcel shall be consistent with the approved site plan and with the following setback requirements:

Front: Side:

25 feet; 15 feet entirely landscaped 50 feet; 25 feet entirely landscaped

Rear

50 feet; 25 feet entirely landscaped



Setback Detail

Lighting

Parking lot lighting – Parking lot lighting shall be provided with illumination sufficient to accommodate nighttime safety. Minimum security lighting levels shall be provided where the development property directly abuts residentially used properties.

Existing parking lot lighting shall remain, as is, with 35'± high poles. Parking lot lighting in proposed development areas shall be allowed to be a maximum of 35 feet in height (consistent in design with existing parking lot light standards). Pole heights shall be reduced to a maximum of 25 feet in the parking lot to the north of the new building and 15 feet where location will exist within 100 feet of existing residential properties.

Building lighting shall be allowed with the following considerations:

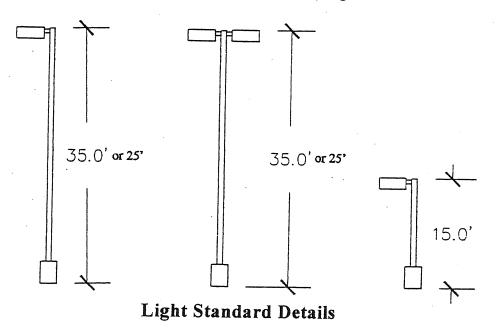
all lighting shall be shielded so that light elements are not visible from adjoining residential properties

lighting is provided as up or downlighting for building and architectural treatment accentuation,

building lighting shall not present undue nighttime glare for adjacent residents,

safety and security lighting shall be allowed on the building at entrances and along walkways surrounding the proposed structure.

Building lighting shall be either turned off of reduced to a level to provide subtle building accentuation during (≤ 0.1 foot candles at property line) nighttime/non-business hours.



Signage

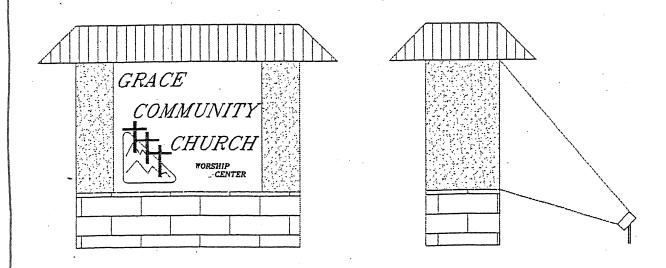
Freestanding signage shall be limited to the existing and one new monument sign. The new monument sign shall be limited to a maximum height of six feet and a total square footage of thirty-six square feet.

The new monument sign shall be constructed of materials to match the architectural treatments of the main building. Please refer to the following conceptual signage detail for general signage character.

The new monument sign shall be allowed to be indirectly illuminated and/or designed with illuminated channel letters. Internally illuminated cabinet signs are not allowed. A conceptual example of indirect illumination is provided on the following conceptual signage detail. Modifications to the existing monument sign shall be subject to the same provisions as those identified above for the new monument sign.

Wall signage shall be allowed as a non-illuminated church logo with a maximum size of 60 s.f. (measured as a rectangle surrounding the sign area).

Temporary signage for special events shall be subject to Reno Municipal Code regulations.



Conceptual Signage Details

PROJECT REVIEW FORM WARD 5 NORTHWEST

EXHIBIT "B" ()

Neighborhood Advisory Board

Case Name: Grace Community Case Planner: DNGFLA STANDE STA
Case Planner: NAB Member Name: NAB COMMENTS: Issues/Concerns: The "sample issues" box below may be used as a guide during the project review process. SAMPLE ISSUES: Auto & Pedestrian Access Public/Fire Safety Architecture School Impact Neighborhood Compatibility Traffic Building Height Pollution Intensity/Density Signage Landscaping Privacy
NAB Member Name: Community Liaison: Barbara DiCianno NAB COMMENTS: Issues/Concerns: The "sample issues" box below may be used as a guide during the project review process. SAMPLE ISSUES: Auto & Pedestrian Access Public/Fire Safety Architecture School Impact Neighborhood Compatibility Traffic Building Height Pollution Intensity/Density Signage Landscaping Privacy
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PROJECT REVIEW FORM WARD 5 NORTHWEST

Neighborhood Advisory Board

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Neighborhood Advisory Board

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Stephen D. Johnson and Joan A. S. Sperling-Johnson 1266 Canyon Creek Road Reno, Nevada 89523

(775) 787-1512

Vern Kloos Community Development Department City of Reno P.O. Box 1900 Reno, Nevada 89505

Mr. Kloos,

On August 25, 2012, we received notice of application for development LDC13-00002 (Grace Community Church) for review and comment. The following comments represent our objections to the development as planned.

I am a retired peace officer from the State of California, and my wife and I moved into our current residence in January of 2003. At the time we moved in, we were attracted to the property by the quiet, undisturbed and undeveloped view that existed from our back yard to the east. The school that existed to the east of our residence was a quarter mile away, and watching the children play in the school yard was a source of comfort to me. The church existed at that time as a building somewhat blocking our view to the south, but obscuring only the freeway and other commercial developments. Nightly weekend and evening church meetings were held primarily indoors and would increase vehicle traffic but not to the point of being objectionable.

When Grace Church expanded their parking lot, weekend and evening activities increased in number and duration creating an additional disturbance. From time to time, we were forced to retreat to the interior of our home to avoid the noisy church youth games and the loud religious bathing exercises being performed in the parking lot. Most objectionable were the high intensity lights placed on tall poles in the parking lot that shined into our living room throughout the night-time hours. These lights finally prompted me to meet with the administration of the church and request that they be turned off after the conclusion of their evening activities, and they did comply with this request. Finally, the church placed a large multi-color lighted sign on Robb Drive just to the north of my property, and this sign continues to shine multi-color light into our windows throughout the night. I have said nothing to the church about this sign, but I do find it objectionable.

Now comes this notice of additional development on the church property including a tall building directly opposite my residence on Robb Drive and higher than my back yard, blocking my view to the east. In addition, the proposal includes an outdoor amphitheater that when in use will disturb peace and quiet on my property I want to lodge my protest to this development in the strongest terms possible.

While I am not a religious person, I have no objection to others pursuing beliefs that meet their needs. I have, however, always strongly objected to those who would seek to thrust their beliefs upon me without my consent, and I view this development as a most unwanted imposition. While the proposed 28,000 square foot, 1,120 seat worship center will significantly disturb my view to the east, the outdoor amphitheater is quite another matter. I view all religious institutions as commercial enterprises. I live in a country where I can choose not to be exposed to this enterprise while on my property and in the sanctity of my home. This would be equivalent to a christian being forced in his own home to listen to the amplified preachings from a muslim minaret. We live in a country where these types of religious impositions should not be forced upon us. I strongly urge you to reject this proposal for expansion.

Original signed

Stephen D. Johnson

Original signed

Joan A.S.Sperling Johnson